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Country programme outline for Samoa (2003-2007) *

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* The collection and analysis of current data required to present the Executive Board with the most up-to-date information has delayed submission of the present document.

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I. Situation analysis

1. *Introduction.* The first country programme outline for Samoa for the period 2003-2007 is based on the recently approved Strategy for the Development of Samoa, the common country assessment (CCA) and the priorities identified in the United Nations Development Assistance Framework (UNDAF) for 2002. The Government's development strategy emphasizes the need to maintain macroeconomic stability and promotes private sector-led economic growth based on a partnership between the Government and the private sector, involving extensive consultations. Furthermore, the strategy reaffirms the Government's commitment to ongoing reform and emphasizes the theme of opportunities for all through sustained economic growth, better education and health and revitalized cultural values. Particular emphasis is placed on rural development through investment in economic infrastructure and social services, revitalization of village agriculture and fisheries, small business development and support for community services. The country programme document is based on extensive consultations and partnerships with the Government, civil society, the private sector and key bilateral donors.

2. *Economic trends, social dimensions and political development.* The second half of the 1990s was characterized by relative prosperity based on strong performances in the tourism and fisheries industries. Gross domestic product (GDP) growth in 1998 was 3.4 per cent, rose to 5.3 per cent in 1999 and further increased to 7 per cent in 2000, driven mainly by the construction sector, fisheries, commerce, transport and communications. With a stable political situation and sound macroeconomic management, Samoa has made steady progress towards achieving Millennium Development Goals (MDGs). With a Human Development Index of 0.590, Samoa scores relatively well on the achievement of social development goals. Adult literacy rates for both genders (96 per cent) and gross primary enrolment rates (94 per cent) and secondary (70 per cent) levels are high. Infant mortality, under-five mortality and maternal mortality rates are among the lowest in the Pacific region. Gender equality is well achieved, with women outscoring men particularly in certain areas covered by the human development indices, such as school enrolment rates and access to higher school levels. A large part of the population has access to safe water.

3. While poverty is far from endemic in the country, there is recognition that certain vulnerable groups in the community lack opportunities and access to basic social services. Efforts have been made to create an enabling environment for private sector growth in the Government's economic reform strategy. There is, however, room for improvement in the areas of community participation and an understanding that opportunities have been opened up by the reforms, such as access to start-up capital for small and medium-sized businesses. The wage-earning sector still makes up less than half of those who are classified as economically active. In 1996, the national average income in the formal sector was about SAT 5,000, with 60 per cent of wage earners earning less than the average and around 86 per cent earning less than SAT 10,000. Urban villages are much more likely to have a waged worker compared to other locations. Village studies have shown that 78 per cent of families in urban villages have at least one waged worker compared with 37 per cent in other locations. As the opportunities for traditional livelihood become increasingly scarce, the creation of new, sustainable livelihood opportunities, including employment opportunities in the formal sector, will be a high priority. This can be done effectively only by the private sector. In this respect, the Government will need to continue to create the enabling conditions under which the private sector will create jobs and incomes on a sustained basis within the context of globalization.

4. Despite achievements already reached, the quality of and access to key social services, such as health and education, need further improvement, even though the Government has been aggressively pursuing major development initiatives in the rural areas. Improvements in education in particular, in the areas of teacher quality, implementation of new and revised curricula for various levels and to ensure education for all through expanding non-formal and second-chance learning are considered by the Government the main challenges in the near future as they will contribute to enhancing opportunities for school-leavers to find jobs in the formal and non-formal sectors.

5. Vulnerability not only relates to the social dimension but also to the natural resource base. As a result of changing production and consumption patterns, population pressures and external factors such as climate change, the land and marine resources of the country face increased stress that could threaten the livelihoods of many people. Proper stewardship of

these valuable resources therefore remains a high priority for the Government.

6. *Future challenges.* Samoa faces a number of medium- to long-term challenges revolving around the following issues:

- How to sustain stable economic growth in the agriculture, trade, tourism, and communications sectors
- Impact of globalisation on employment and investment
- Improving quality and efficiency of social services
- Managing pressures on the environment and sustainable use of natural resources.

II. Past cooperation and lessons learned

7. *General overview of external support.* Development cooperation plays an important role in Samoa's economy, accounting annually for about 10 per cent of the GDP. The main donors to Samoa are Australia, New Zealand, Japan, China and the European Union (EU). Australia's bilateral aid focuses on public sector reform, education and training, and the management of natural resources. New Zealand assists in human resource development, health, private sector development and support for civil society. Japan and China have been supporting economic infrastructure together with the multilateral financial institutions, the Asian Development Bank (ADB) and the World Bank. The EU has focused on the energy and water supply sectors combined with a micro-projects programme at the grass-roots level. The provision of technical assistance to areas of food security, health and education has been the main focus of specialized agencies of the United Nations.

8. *The role and contribution of UNDP:*

Sustainable human development. In support of the importance of early childhood education as a necessary foundation for future learning, the Government, with the support of UNDP, has developed a policy for early childhood education, established a national coordinating and regulatory mechanism for early childhood education, and has identified and provided for its role in partnership with the non-governmental organizations (NGOs) and private sector providers for such services. Similarly, there is a growing demand for special needs education, and for the first time, the Government with the support of UNDP and the United Nations Educational, Scientific and Cultural Organization (UNESCO) has established a policy for special education with the objective of eventual entry into the regular school system. The work of this programme has been linked to other major donor-funded development projects in the education sector, whereby the special educational needs are being incorporated into the current ADB-funded infrastructure development project for schools, and a recently approved project funded by Japan on empowerment of rural people with disabilities. In response to the demand of globalization to attain sustainable development, UNDP has assisted in capacity-building at mainly the lower- and middle-management levels in both the public and private sectors, using the modality of technical cooperation among developing countries (TCDC), which also complements similar regional support provided by the Economic and Social Commission for Asia and the Pacific (ESCAP). The support has proven to be most cost effective, providing useful, practical knowledge in such areas as financial management, communications and agriculture.

Assessment of sustainable livelihoods. UNDP supported the conduct of a labour-market demand survey for both the formal wage sector and the semi-formal sector, with the objective of identifying skill gaps, which would assist in setting the direction of appropriate training programmes in all sectors. The programme also assisted capacity-building, particularly in the use of data for policy development in employment.

Economic diversification and improved nutrition. UNDP, together with the Food and Agriculture Organization of the United Nations (FAO), addressed the need for diversification of the economy through fruit tree development and agro-processing, as well as improved nutrition for families. The programme has enhanced the capacity of farmers in fruit tree development for both local consumption and export. It has also resulted in the establishment of a heat-treatment plant funded by the EU STABEX (stabilization of export earnings system for the Asian, Caribbean and Pacific Group of States), which greatly facilitates the export of fruit and other tree crops. In addition, village groups, particularly women's groups, have been given the opportunity to develop skills in

agro-processing of fruit products. The availability of a variety of fruits for family consumption has also led to improved nutrition levels.

Managing globalization: The prospects of intensified global competition from other low-wage countries and limited future opportunities through preferential trade agreements pose a major challenge to Samoa. While the country has yet to grasp fully the pros and cons of globalization, as well as of becoming a member of the World Trade Organization (WTO), there is the acceptance that in order for the country's industries to achieve a competitive edge, there is a need to improve productivity and product quality while at the same time becoming more creative and innovative. In this regard, UNDP has supported studies to assess Samoa's competitiveness in a multilateral trading system and implications for WTO accession. The project has led to a decision to establish a structural adjustment facility for manufacturing industries, which would assist in capacity-building and improving competitiveness through technical assistance, provided by the United Nations Conference on Trade and Development (UNCTAD) and the United Nations Industrial Development Organization (UNIDO).

Sustainable management of natural resources. UNDP support has assisted the Government in meeting its obligations under global environment conventions and ensuring that concerns and commitments are integrated into national development plans and programmes. A number of specific interventions, building on priorities already identified in national reporting to the conventions, will be designed and implemented with assistance from the Global Environment Facility (GEF) and other development partners.

9. As part of a clustered country review process, a mid-term review of the Samoa country cooperation framework (CCF) for the period 1998-2001 was conducted in 2000. It was found that overall UNDP support remained on target and very relevant to the priority needs of the country. With the cycle now nearing completion, the main lessons learned are as follows:

National execution. Specific implementation capacity for effective and full use of the national execution modality was developed and will be consolidated in the next cycle. While the process was not without problems, there was definitive capacity-building with resultant acceptance of national execution (NEX) responsibilities and the achievement of a sense of ownership. The build-up of management capacity in this area through the UNDP programme has provided an option for other development partners to consider national execution for their programmes.

Resource mobilization. The UNDP Country Office should strengthen its resource mobilization and coordination efforts to increase third-party cost-sharing and parallel financing arrangements to ensure that an appropriate level of funding is allocated for a sustainable impact of the interventions.

Programme linkages. Benefits from regional programmes in the Pacific should increase through greater involvement and coordination in the work planning of these projects.

United Nations Volunteers. The experience with UNVs has been mixed, primarily because of language problems. Screening procedures need to be strengthened if the Government is to consider the increased use of UNVs.

Impact of United Nations system reforms. There is room for improvement of the coordination within the United Nations system in Samoa to ensure greater cohesiveness. It is expected that the focus on MDGs will provide an invaluable framework and impetus for fostering greater collaboration in United Nations system activities at the country level.

III. Proposed programme areas

10. Based on the outcome of the CCA, the main objectives of the UNDAF that emerge are:

(a) Reduce vulnerability to poverty through improved access to and quality of services;

(b) Enhance community participation, increase income-generation opportunities and strengthen benefits from international integration;

(c) Improve natural resource management and promote environmental sustainability.

11. The strategy for UNDP support in the new cycle will be based on fostering a close partnership between government, private sector and civil society organizations (CSOs) in order to bridge the gap between government measures to address economic growth and the growing numbers of marginalized groups at the community levels.

12. The proposed UNDP interventions will concentrate on three main streams of input that support the Strategy for the Development of Samoa and the UNDAF with strategic areas of focus and associated goals.

A. Consolidating an enabling environment for sustainable human development

Goal 1: To build sustainable human development opportunities by enhancing the provision of basic public services, such as education, and by managing the effects of globalization.

Goal 2: To strengthen capacity of key governance institutions (ombudsman, parliament, justice department, human rights CSOs) with a strategic focus on the promotion of human rights.

Goal 3: To strengthen local communities and institutions through increased participation in governance. The areas of focus would include decentralization of policies and allocation of resources to the local level and enhanced capacity for partnerships between local authorities and CSOs.

B. Poverty reduction through social targeting

Goal 1: To support the elaboration and implementation of policies and mechanisms that promote economic growth while ensuring an equitable distribution of wealth and targeting of the most vulnerable segments of the population, such as youth and the disabled.

Goal 2: To expand and protect the asset base of the vulnerable groups (human, physical and financial), with strategic areas of focus on access to productive resources and assets, access to quality services and systems for risk management, and access to, and utilization of, information and communication technologies (ICTs).

C. Sustainable management of natural resources

Goal: To assist in obtaining sustainable environmental management and energy development to improve the livelihoods and security of the poor. This is to be achieved through strategic areas of focus, covering: institutional framework for sustainable environmental management and energy development; monitoring and assessment of environmental sustainability; and national capacity for participation in global conventions, regulatory regimes and funding mechanisms for environmentally sustainable development.

IV. Programme management

13. *Execution and implementation.* As was the practice in the past cooperation programme, the NEX modality will be used. This will include using the expertise available through the United Nations specialized agencies, when appropriate, in order to assist the Government and the UNDP Country Office in obtaining best services.

14. *Partnerships, resource mobilization and coordination.* Partnership and resource mobilization will be given utmost priority for the next programming period and, where appropriate, cost-sharing arrangements can be sought for the continuation of any piloted activities. Greater private sector participation will be explored. UNDP will manage the third-party cost-sharing (including parallel cost-sharing).

15. *Monitoring review and reporting.* The country programme will be reviewed annually. Impact assessment and monitoring indicators will be developed and the assessment will be based on the impact of the project on target beneficiaries.

Annex: Results and resources framework for Samoa (2003-2007)

Objective 1: Reduce poverty and vulnerability through improved access to and quality of basic services

Strategic areas of support	*Intended outcomes*	*Indicators of outcome*	*Outputs*	*Resources (United States dollars)*
Management of globalization to support the poor	• Increased national capacity to advance successfully the interests of the poor in multilateral trade negotiations • Policies are supportive of external trade and foreign direct investment • National policies address more effectively the social impact of economic liberalization • Accelerated progress towards e-governance	•External rating of the domestic investment environment •Total volume of exports and imports as per cent of GDP •Income distribution statistics •Labour statistics •Foreign direct investment as per cent of GDP •Explicit analyses of the impact of liberalization on society integrated in key national plans and policies •Governmental services accessible on the internet (brief list)	•Structural adjustment facility for manufacturing industries • Technical position papers, which serve as the basis of the Government's negotiating strategy in multilateral trade negotiations •Minimum wage review •Employment strategy •Taxation policies •E-governance strategy	Regular: 483 000 Others: Poverty Trust Fund: 54 000 Total: 537 000
Enhancement of basic services in education	• Achievement of access, equity and relevancy in basic education. • Enhanced capacity in the government for the development of curriculum framework for primary and non-formal education	• Established policy on non-formal education • Number of non-formal courses • Student enrolment • Functional literacy rates	• E governance strategy • Non-formal education policy • National curriculum framework	

Objective 2: Enhance community participation, increase income-generation opportunities and strengthen benefits from international integration and cooperation

Strategic areas of support	*Intended outcomes*	*Indicators of outcome*	*Outputs*	*Resources (United States dollars)*
Social cohesion through development planning and other decision-making processes at the local level	• Policies adopted to enable the participation of civil society organizations (CSOs) in the formulation and implementation of economic and social programmes at the local level	•Existence of institutionalized mechanisms for regular consultation between local authorities and CSOs on economic and social policies and programmes	•Strengthened networks of national specialists and senior policy-makers to promote timely inputs on key analytical issues, such as the links between macroeconomic or sector policy reforms and poverty reduction	Regular: 385 000 Other: 0 Total: 385 000
Decentralization policies and allocation of resources to local levels	• Planning and budgeting processes at the subnational levels reformed to incorporate more effectively community-level perspectives, participation and needs • Effective legal and policy framework for decentralized authority and management	• Positions and policies advocated by CSOs and community-based organizations incorporated in local development plans	• Improvement in coordination between central ministries such as Planning/Finance, and line ministries, especially social sector ministries, to ensure coherence between macroeconomic and sector policy reforms and the overarching objective of reducing poverty	
Capacity of and partnerships between local authorities and CSOs	• Financial and human resources mobilized and allocated in support of decentralization	• A policy framework for decentralization adopted and implemented • Portion of the total public revenues allocated and	•Assistance rendered to Government, CSOs, and private sector to conduct research on the determinants of poverty	

		managed at local levels	and inequality and on issues related to pro-poor growth	
Promotion of human rights	• Human rights integrated into national legislation • Increased public awareness of human rights treaties and norms • Effective ombudsman and other human rights oversight bodies either established and /or in operation	• Number of cases of human rights violations brought before the national human rights oversight body • Existence of governmental and civil society human rights education programmes that reach a large proportion of the population • Existence of an ombudsman or human rights office which is fully staffed and funded • Enactment of national human rights legislation in accordance with the Declaration of Human Rights	• Creation of Institute for Human Rights • Legislative review • Awareness programmes • Stakeholders trained on promotion of human rights	Regular: 36 000 Other: Trust Funds: 10 000 Total: 46 000
Approaches to address needs of vulnerable groups	• Better-defined assessment for vulnerability by qualifying information • Facilitated mainstreaming of vulnerable groups into wider community	• Increased level of social transfers to vulnerable segments of the population • Improved means of achieving better livelihoods and access to services	• Creation of livelihood opportunities • Mainstreaming of needs of vulnerable groups in overall development framework • New strategies and approaches developed to enhance community access to resources for improvement in quality of life	Regular: 285 000 Other: Third-party cost-sharing: 100 000 Partnership Facility: 5 000 UNIFEM: 5 000 Total: 395 000
Mainstreaming of gender in poverty reduction frameworks	• Gender mainstreamed in poverty reduction framework at national and local levels	• Gender perspectives reflected in poverty reduction frameworks at national and local levels	• Gender sensitivity tools developed and applied to poverty reduction planning • Training provided in gender mainstreaming at national and local levels	

Objective 3: Improve natural resource management and promote environmental sustainability

Strategic areas of support	*Intended outcomes*	*Indicators of outcome*	*Outputs*	*Resources (United States dollars)*
Global environmental concerns and commitments integrated into national and development plans/programmes	• Enhanced government capacity and commitment to meet its obligations under global conventions	• Environmental considerations integrated into national development policies, strategies, programmes and projects • Objectives and targets of Biodiversity, Climate Change, Persistent Organic Pollutants and Desertification Conventions, as well as other global and regional conventions, integrated in national development planning and policy framework	• Increased number of UNDP-GEF projects approved • New approaches/strategies to enhance community access to productive natural resources for sustainable development in selected areas • Specific measures introduced to reverse environmental degradation and promote environmental protection • National Biodiversity, Climate Changes and Persistent Organic Pollutants strategies and Action Plans • Renewable energy integrated into national development agenda	Regular: 130 000 Other: Trust Funds: 300 000 Total: 430 000
GRAND TOTAL:				**Regular: 1 319 000** **Other: 474 000**